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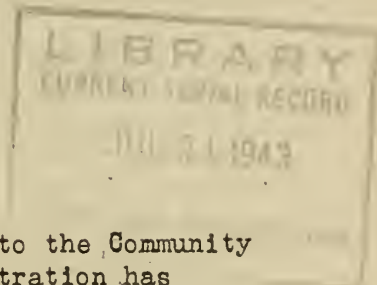
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WAR FOOD ADMINISTRATION  
Food Distribution Administration  
Washington 25, D. C.

July 24, 1943

DIRECTOR'S MEMORANDUM NO. 20

Revision 1

1943-44 Community School Lunch Program



Both Houses of Congress have given careful consideration to the Community School Lunch program, which the Food Distribution Administration has financed from Section 32 funds, and have determined that it shall continue. The program received substantial support by members of both Houses and by members in all political parties. As a result of this action, we shall continue to provide assistance throughout the coming fiscal year to community school lunch program and to child care centers which need such assistance in order to operate an adequate lunch program.

The Department of Agriculture Appropriation Act provides in part that "during the fiscal year ending June 30, 1944, funds appropriated by or for the purpose of Section 32. . . shall be available to the Secretary of Agriculture for the maintenance and operation of a school milk and lunch program under clause (2) of said Section 32 in a sum not exceeding \$50,000,000: Provided, that such funds shall be available for such purposes during the fiscal year 1944 without regard to the requirement therein relating to the encouragement of domestic consumption, but no part of such funds shall be available to defray the expenses of any activity heretofore carried on by the Work Projects Administration." It is estimated that this appropriation will make it possible to reach an average of approximately 5,000,000 children throughout the school term, and in the event that many of the children are not assisted throughout the year but for shorter periods, the number might increase appreciably.

The 1943-44 program will be administered as a diversion program under which schools, child care centers, or sponsoring agencies will be reimbursed for the purchase of agricultural commodities used in the lunches. The school milk program will be combined with the school lunch program. The established indemnity rates will provide payment for the purchase of fresh fluid milk as well as other commodities. The reimbursable type of school lunch program was first authorized on January 28 of this year and we have now had limited experience with it in almost all States. Although next year's operations will follow the same general pattern which we have explored in recent months, some changes in our approach to local program development appear to be desirable.

This Administration's contribution is scheduled to provide about 60 percent of the cost of the food needed to serve a nutritionally adequate lunch. Additional food as well as equipment, facilities, labor and

supervision must be provided by State and local agencies and civic organizations. The administrative cost of direct federal supervision of each individual lunch project would obviously be prohibitive. Participation by local agencies must be developed systematically if the program is to be maintained on a sound basis.

This is a community program in which our aim is to assist rather than to operate; to encourage the community to do the job itself as far as possible; to keep government red tape down to a minimum; to insure local cooperation with the program by simple plans set forth in the standard contract. We want distribution of this financial assistance, and guidance we otherwise supply in limited manner, among the States on a fair and equitable basis, and in turn within the States on a similar basis. We want the program concentrated on the objective of helping where assistance is needed most both in terms of schools and communities and also in terms of the individual children in the schools. We don't want a generation of children to grow up with the distinction made between those who paid for their lunches and those who did not. If the children can afford to pay a small amount, that seems desirable, but no child who for any reason cannot afford to pay should be set aside from other children by reason of that fact.

This program is a step in the direction of recognizing that we need a better-fed Nation; that in the immediate period ahead when we are facing food shortages, we need to make doubly sure not only that children are not overlooked but that their needs for food will be definitely met; that the health of the children of this Nation is a resource of such significance that the Federal Government recognizes the need for assistance even as it has recognized the needs of many communities for school structures. But the Federal Government is not assuming the complete obligation in any way. This program involves much more than local participation--it relies upon local initiative, local administration, local sponsorship, local interest.

State and local education departments and officials should be encouraged to assume responsibility for school lunch program development and supervision. The program is assisted by the Food Distribution Administration (1) as a part of the national nutrition program, (2) as a part of our wartime responsibility to see that the food requirements of all groups in the Nation are met and (3) as a long term benefit to agriculture in the development of better domestic markets. These responsibilities, however, will be carried out most effectively if the job of feeding children is combined with a well-supervised program of nutrition education which school authorities can provide in many cases. We want to so administer our part of the program that it will make the best contribution toward advancing the over-all school lunch movement in which education authorities are vitally interested. Consequently, it is desirable wherever possible to develop plans for State and local administration jointly with State departments of public instruction.



State and local nutrition committees should be called upon to assist by performing such functions as (1) fully informing the school and the community about the program; (2) arranging for sponsorship; (3) helping to provide competent supervision; (4) helping to enlist and train volunteer workers; and (5) providing menus, recipes, food budgets and other aids.

#### Method of Operation

In general the program will operate as follows:

1. Through a well-planned informational program local school officials, civic groups and others in the community should be thoroughly informed of the program, its objectives and procedures. This information in most cases will reach a community through educational channels and through the nutrition committees.
2. Schools or sponsors wishing to participate in the program will present to the FDA their plans of operating a lunch project indicating the type of meal to be served, the number of children who will participate, the number of children to be served free and other information.
3. Any non-profit, public, private, or religious school or child care center will be considered eligible to participate in the program provided that federal assistance is necessary in order to operate an adequate program serving nutritious lunches to all children. Although the diversion program is not limited by law to low-income children or low-income schools it is obviously desirable to provide assistance where the greatest need exists. Funds available for the program are probably not adequate to grant aid to all schools which are in need of a lunch program or which may request federal assistance. The greatest nutritional deficiency exists among low-income groups. While our national income is at an all-time high level many families still lack sufficient income to provide their children with adequate diets. Their difficulties are increased by higher food prices and the relative scarcity of certain important foods. With the aid of education officials, nutrition committees and other groups a determined effort should be made within each State, county or community to inaugurate the program first of all in those schools in greatest need of its benefits.
4. If the application is approved FDA will enter into an agreement with the sponsoring agency. The amount of federal payment will be the number of meals served during any month multiplied by the rate of indemnity per meal established in the agreement provided that the amount shall in no case exceed the cost of foods purchased for the program. This rate will vary from 2 cents to 9 cents per meal.

depending on the type of meal served, Claims for reimbursement shall be handled promptly upon receipt of a simplified report and certification from the sponsor.

5. The sponsoring agencies must offer meals without cost to all children unable to pay. No distinction or segregation of any sort may be permitted between paying and non-paying children.
6. The sponsoring agency may purchase any foods from the general list specified in the agreement. Purchases may be made from farmers, wholesalers or retailers. Sponsors should be encouraged to purchase foods in local abundance.

#### Delegation of Authority

The Nutrition and Food Conservation Branch shall be responsible to the Office of the Director for the administration of the Community School Lunch program. Regional Administrators will develop the program and supervise its operations in accordance with the general provisions of this memorandum and with the detailed procedures and instructions issued by the Branch or by the Deputy Director concerned.

Regional Administrators are hereby authorized to perform, and to designate appropriate officials or employees under their jurisdiction to perform the following functions:

1. To execute agreements in the name of the Director, between the Food Distribution Administration and agencies exercising jurisdiction over schools and child care centers, or non-profit organizations approved by them.
2. To examine such books, records, documents, papers, memoranda, and correspondence as may be pertinent to the determination of claims submitted therewith and to examine such other sources of information as may be necessary to determine compliance with the provisions of the program or with any contracts entered into pursuant thereto or to determine the correctness of any of the information submitted for or in connection with said claims.
3. To sign the "Certificate of Representative of Secretary" on vouchers filed in connection with claims for payment under the program.

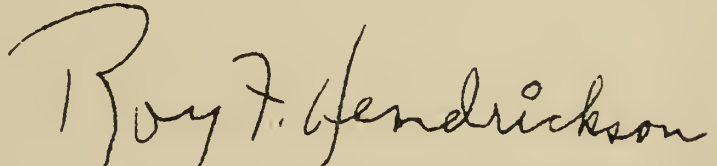
#### State Plans of Administration

It is recognized that the exact procedure for developing the program, determining eligibility of schools, and arranging for competent supervision will vary considerably by States depending upon local circumstances, the degree to which education departments participate, the extent to which State and local nutrition committees can assist and other factors.

Regional Administrators shall submit to this office for approval not later than August 15 a plan of school lunch administration for each State within the Region. This plan should be guided by a uniform outline prescribed in the detailed procedures and instructions to follow, and shall be fully discussed with State departments of education and State nutrition committees prior to final preparation.

This memorandum supersedes the following:

Director's Memorandum No. 20, dated July 23, 1942;  
Director's Memorandum No. 20, Supplement 1, dated January 28, 1943;  
Director's Memorandum No. 4, Supplement B, dated June 5, 1942;  
Director's Memorandum No. 4, Supplement C, dated July 29, 1942;  
Director's Memorandum No. 4, Supplement 1, dated April 8, 1943.

  
Director

INDEX ENTRIES:

Domestic Distribution Programs  
and all subheadings thereunder





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WAR FOOD ADMINISTRATION  
Office of Distribution  
Washington 25, D. C.

July 13, 1944

DIRECTOR'S MEMORANDUM NO. 20

Revision 2

1944-45 Community School Lunch Program  
and Community School Lunch Canning Program

The Department of Agriculture Appropriation Act for 1945 makes available \$50,000,000 "to provide food for consumption by children in non-profit schools of high school grade or under and for child care centers...." Under this authorization, the Office of Distribution will continue its program of assisting school lunches by the donation of food in kind and by reimbursing sponsors of school lunch programs for their local purchases of agricultural commodities and products. We will also continue to reimburse schools and community canning centers for processing, for use in school lunch, commodities purchased under our price support programs.

Objectives of the Program

The School Lunch Program has two primary objectives:

1. To encourage increased consumption of foods in temporary abundance and to aid American farmers in the long-term development of better domestic markets for agricultural commodities.
2. To assist local communities in the development and maintenance of programs providing adequate lunches to children in schools and child care centers, in order to strengthen the nutritional status of the Nation's children.

General Operation of the Program

To carry out the first of these objectives, we will want to make more and better distribution to schools of agricultural commodities purchased under our price support programs and encourage sponsors of school lunch programs to purchase and use the maximum amount of commodities in temporary or local abundance.

In carrying out the second objective we must always remember that the providing of school lunches is primarily a local responsibility. We are only assisting the communities by furnishing a part of the food for the lunches. The schools and other sponsors must furnish additional food, equipment, facilities, labor and supervision. Our program of assistance should be planned and operated in such a way as to increase community interest and participation in the program. As a corollary of this we must examine each applicant school carefully to determine its need for Federal assistance and to be sure to gauge our assistance to the program's need.

### Conditions

1. Total expenditures for the School Lunch Program shall not exceed \$50,000,000, of which not more than \$1,000,000 may be spent for child care centers. Expenditures within any State shall not exceed the amounts set by the War Food Administrator's schedule of allocations, or amendments thereto.
2. Expenditures in any State for the School Lunch Program shall not exceed the total amount otherwise furnished for the same purpose by or on behalf of the State and local school authorities and other sponsoring agencies in such State, including the value of donated services and supplies.
3. Agreements providing for the making of payments for the purchase of agricultural commodities and products shall bind the sponsoring agencies and the schools and/or child care centers under the agreement to certify periodically to the amount expended for agricultural commodities and products thereof, and the amount (including the value of donated services and supplies) furnished by or on behalf of such sponsoring agency for the purpose of serving meals to children.
4. Benefits under this program to schools and child care centers shall in no case exceed the cost of the agricultural commodities or products delivered to the school or child care center as established by certificates executed by the authorized representative of the sponsoring agency.

### Delegations of Authority

The Chief, Civilian Food Requirements Branch, under the general direction of the Deputy Director for Civilian Programs is hereby authorized to establish detailed procedures for the operation of the program. Regional Directors, who will operate the program pursuant to the instructions of the Civilian Food Requirements Branch, are hereby authorized to perform and to designate appropriate officials or employees to perform the following specific functions:

1. To execute agreements between the War Food Administration and schools and child care centers and agencies having control thereof or non-profit organizations approved by them.
2. To sign the "Certificate of Representative of Administrator" on vouchers filed in connection with claims for payment under the program.
3. To examine such books, records, documents, papers, memoranda, and correspondence as may be pertinent to the determination of claims, and to examine such other sources of information as may be necessary to determine compliance with the provisions of the Community School

Lunch Program or with any contracts entered into pursuant thereto, or to determine the correctness of any of the information submitted for or in connection with said claims.

The Representative of the Office of Distribution in the Caribbean Area is authorized to purchase from the Caribbean Supply Program and distribute for school lunch programs such agricultural commodities as are necessary for the efficient operation of the School Lunch Program in Puerto Rico and the Virgin Islands.

The accounts and records of Community School Lunch Program sponsors will be audited by the Audit Division, at the request of the Civilian Food Requirements Branch, the Finance Division, or by the Audit Division upon its own motion.

This memorandum supersedes Director's Memorandum No. 20, Revision 1.

A handwritten signature in dark ink, appearing to read "L. B. ...", is written over the printed name "Director".

Director

INDEX ENTRIES:

Domestic Distribution Programs  
Canning Program, Community School Lunch  
Community School Lunch





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UNITED STATES DEPARTMENT OF AGRICULTURE  
Food Distribution Administration  
Washington, D. C.

January 28, 1943

DIRECTOR'S MEMORANDUM NO. 20

Supplement 1

The Community School Lunch Program

We have formulated a new type of program operation to meet the increased need for school lunch programs and to assist sponsors in meeting the difficulties with which they are now faced. This new program has the added advantage over our previous type of operation of increasing the consumption of seasonally-abundant agricultural commodities close to the area of production, thereby taking some of the load off our already over-worked transportation system as well as assuring a more complete utilization of the foods produced by our farmers. Regional Administrators are hereby authorized to proceed immediately to convert old programs to this new basis of operation and to institute new programs in accordance with general provisions outlined below and with detailed procedures issued by the Civilian Programs Branch.

The war has focused attention on the need for making sure that the children of this country receive the proper kinds and quantities of food. The desirability of providing nutritious lunches for children in schools and child welfare centers is becoming almost universally recognized. As more mothers go to work it is increasingly important that children be provided with meals at school.

The Food Distribution Administration, for several years, has assisted local communities with the operation of school lunch programs by making food available through cooperating state agencies. Shortages of manpower, of warehousing facilities, and of trucks and gasoline have made it increasingly difficult for these agencies to maintain the warehousing and delivery machinery necessary to distribute food to individual schools. It has become necessary for communities to assume even more of the responsibilities connected with the program. Many schools and child welfare centers, particularly in rural and small urban areas, have had to discontinue their programs. It will be our policy to continue to contribute toward the operation of school lunch programs where there is a need for our assistance and where reliable sponsors request our help.

Under the new program we will enter into agreements directly with local sponsors. The agreement will provide that the Food Distribution Administration pay an indemnity to sponsoring agencies for purchases of commodities designated by the Administration. Purchases may be made from producers, associations of producers, wholesalers, or retailers at prices prevailing in the locality. The obligations of a sponsor under the new program will be similar to those assumed under the present program. Invoices submitted

by the sponsor to the Administration showing the cost of specified commodities purchased will be used to substantiate claims for indemnity payments. The amount of indemnity for purchases will be the cost of the commodities to the sponsor, provided, however, that the amount shall not exceed a predetermined monthly maximum. This maximum will be based primarily on the number and type of meals served.

The operation of the program will be under the general direction of the Chief, Civilian Programs Branch and under the immediate supervision of Regional Administrators in their respective regions.

The Chief, Civilian Programs Branch is hereby authorized to establish standards for determining the amount of maximum monthly indemnities to sponsors.

Regional Administrators are hereby authorized to perform, and to designate appropriate officials or employees under their jurisdiction to perform, the following functions:

1. To execute agreements in the name of the Director, between the Food Distribution Administration and agencies exercising jurisdiction over schools and child welfare centers, or non-profit organizations approved by them.
2. To examine such books, records, documents, papers, memoranda, and correspondence as may be pertinent to the determination of claims submitted therewith and to examine such other sources of information as may be necessary to determine compliance with the provisions of the school lunch diversion program or with any contracts entered into pursuant thereto or to determine the correctness of any of the information submitted for or in connection with said claims.
3. To sign certificates, as the representatives of the Secretary of Agriculture, on vouchers filed in connection with claims for payment under the program.
4. To determine the amounts of maximum monthly indemnities to sponsors in accordance with the standards established by the Chief, Civilian Programs Branch.
5. To issue "School Lunch Foods Lists" setting forth the commodities for which indemnity payments will be made in their respective regions or parts thereof: provided, that all foods included on such lists shall have been approved by the Director.

Regional Administrators will be furnished from time to time a list of foods for the new program by the Director. Regional Administrators will select from this list the commodities upon which indemnity payments will be made in the Region or parts of the Region. In selecting the commodities, particular consideration should be given to availability, nutritive value, and the relationship of price to nutritive value.

It should be recognized by sponsors, and our field staff as well, that the most desirable lunch for children consists of:

- (1) at least one-half pint of milk as a beverage; (2) two vegetables or a vegetable and a fruit; (3) a serving of meat, fish, eggs, dried peas or beans; (4) whole grain or enriched cereal in bread or other form; (5) butter, or margarine fortified with vitamin A; (6) (optional) dessert consisting of fruit or simple sweet.

Because of the primary nutritional importance of milk we will continue to assist schools and child welfare centers in providing milk under the School Milk program.

Secretary Wickard said in his statement of December 31, "Children are a special group in our population which must receive special attention in the distribution of a limited food supply." We feel that the new Community School Lunch program is a great step forward in seeing that children receive this special attention. Specifically, the new program should:

1. Permit better utilization of local and seasonal agricultural abundances.
2. Increase community participation in lunch programs.
3. By indemnifying sponsors on the basis of the type of lunch served, induce them to try continually to serve a better lunch.

It will still be necessary for a time to maintain a limited number of direct distribution outlets. Regional Administrators or their representatives should confer with state welfare agencies concerning the maintenance of warehouses and distribution facilities. For the most part, warehouses should be maintained in metropolitan areas or other areas where carlot deliveries can be accepted and where a concentration of ultimate users of commodities will justify the use of space, labor, and equipment for distribution. In areas served by warehouses, commodities will be available for distribution to schools, eligible families, and in some instances, to institutions. School lunch sponsors in these areas will not be permitted



to purchase under the new program those commodities which are available to them through warehouses, and the maximum indemnity payment allowable to such schools will be reduced on the basis of commodities available through warehouses.

Inasmuch as the new type of school lunch program will not operate through state welfare agencies, Regional Administrators should take immediate steps to secure the more active cooperation of state departments of education. It would be desirable that state departments of education, where they have the necessary authority and funds, enter into the administration of school lunch programs, particularly in the field of supervision of actual operations in the lunchroom.

*Roy F. Hendrickson*

Director

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